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will be little or no damage if the wheat does not remain in the open for more than two or three weeks.

We are taking every possible means to supply the maximum number of cars for the wheat and are hopeful that we will have it all under cover by the latter part of this month, if not before.

Very truly yours,

L. CENA,
Vice President—Operations.

THE REAL TRANSPORTATION CRISIS

Mr. MONDALE. Mr. President, I would like to call the Senate's attention to an article which appeared in the July 4, 1973, issue of Construction News. This article, entitled "The Real Transportation Crisis," analyzes America's rural transportation system and points out the inadequacy of rural roads, rail lines and waterways to handle present and future traffic volume. With greatly expanded agricultural production this year and the administration's recently announced decision to bring an additional 19 million acres back into production in 1974, rural America is headed for a transportation crisis in attempting to move commodities over abandoned track, neglected roads and clogged waterways.

Urgent action is needed to prevent costly bottlenecks in the immediate months ahead, but we must also take long range steps to assure that our Nation is served by a fully adequate rural transportation system.

Last May I introduced a bill designed to alleviate the crisis in rail transportation by reversing the continuing abandonment of rural branch lines. This measure, S. 1749, would require a 5-year prior notification before the Interstate Commerce Commission could consider most abandonment requests, and it would also establish a program of loans and loan guarantees to assist local communities or nonprofit user groups to maintain rail service if an abandonment cannot be prevented.

As evidence of the need for action to upgrade not only rail, but all modes of transportation serving rural areas, I submit for the consideration of the Senate the July 4 article from Construction News.

Mr. President, I ask unanimous consent that the full text of the following article be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

THE REAL TRANSPORTATION CRISIS

Sandwiched between other national crises plaguing the U.S. is another potential debacle which until recently has been lost in the shuffle. And yet its reverse impact on the economy could, unless checked in time, be the most harmful of all our current and impending problems.

At a time when we are matter-of-factly producing space hardware to explore the moon and orbit the earth, the paradoxical truth is that this nation doesn't have adequate transportation wherewithal—rail, highway or waterway—to get its bulk farm commodities to the marketplace.

An immediate, housewife-documented consequence is higher food prices. Perhaps even more serious, in the long run, is our inability to efficiently move millions of tons

of wheat, feed grains and soybeans to our ports for overseas shipment. This is crucial because agricultural exports offer the best and perhaps last hope for achieving a more favorable balance of trade and rejuvenating the U.S. dollar.

No one questions the capability of our farmers to raise the crops. And the government can and has put millions of set-aside acres back into production for the stated purpose of hiking agricultural exports from the present \$8.1-billion annual level to as much as \$18-billion by 1980. But, as long as our transport facilities remain in disrepair and disarray, this productive potential is at least partially academic.

Helping focus national attention on this problem was testimony submitted to the Congress last March by Associated Construction Publications Ray Metzger Jr., publisher of Construction News and Construction Digest editor Art Graham told the House Transportation Subcommittee that there is a direct and obvious link between skyrocketing food prices and (a) abandonment of thousands of miles of rail trackage serving rural areas and (b) hundreds of thousands of miles of deteriorating primary, secondary and farm-to-market roads suffering from 30 years of accumulated neglect.

Since then there has been a rapid-fire series of developments:

On April 5, Transportation Secretary Claude S. Brinegar announced establishment of a full-time DOT task force to deal with the freight car shortage. "Outside of the northeast," he explained, "the most serious railroad problem is the shortage of freight cars especially for grain loading. We are very much aware of the difficulties this poses for shippers trying to move grain to meet contractual commitments."

Concurrently, The Road Information Program (TRIP) launched a press media campaign to explain the impact of inadequate roads on the cost of transporting farm commodities and, ultimately, on retail food prices.

At the invitation of Gov. Dan Walker of Illinois, farm and transportation leaders from 12 states participated in a Mid-American Agricultural Rail Transportation Crises Conference at Chicago, April 9-10. "Farmers have been asked by the Nixon Administration to put millions of additional acres into grain production, but what good will this do if they can't get the grain they've already produced to market?" Walker asked, adding: "Poor movement of grain products has the same effect on food prices that limited supplies of red meat has on consumer prices."

Representatives of 17 states which account for about 85 per cent of the nation's wheat, soybean and feed grain production convened again in Chicago May 16-18 for a Midwest Grain Movement Conference co-sponsored by Illinois and Nebraska. This seminar resulted in a dozen-odd major resolutions demanding immediate, priority cause cure consideration of the grain shipment impasse. Governor Walker in turn submitted these recommendations to the National Governors' Conference at Lake Tahoe, Nev., June 3.

Meanwhile, on April 30, Sen. Hubert H. Humphrey (D-Minn.) introduced a joint resolution instructing the Secretary of Transportation to make "a full and complete investigation and study of farm-to-market roads, railroad beds and availability of operational rail lines serving rural areas in the U.S. for the purpose of determining the condition and adequacy of such roads and rail lines to carry the volume and weight of agricultural and other commodities from rural areas necessary for the nation's economy." A report on the findings of this study, together with DOT's recommendations for remedial action, would be submitted to the President and Congress not later than next December 31.

A week later, Minnesota's other Demo-

cratic senator, Walter F. Mondale, introduced legislation (S. 1749) to establish within the Department of Transportation a Rural Rail Transportation Administration with authority to make loans or loan guarantees to maintain and/or reestablish rail service for major agricultural areas. Explaining that in his state alone there will be 304 communities isolated from operational railroad facilities by 1980, and that a third of these cities and towns presently must rely on secondary roads restricted to less than 9-ton carrying capacity, Mondale said he was afraid that "many of our rural communities will be left to die" unless they are provided adequate transportation access. He also referred to the world demand for farm products as "the major hope of preventing a sharp deterioration in the U.S. balance of payments" which, he said, makes it "doubly critical not only to the agricultural community but also to the nation's overall economic future that we maintain rural rail lines."

Why this sudden furor? Essentially, what we have had for many years is an inevitable crisis waiting for a time to happen.

More than 46,000 miles of railroad trackage—principally those lines traversing sparsely populated rural regions—have been abandoned in the past 40 years. Railroads today are functioning with 30,000 fewer locomotives and 840,000 fewer cars than they had during their peak years in the 1930s. This loss equates to 13 mine line railroads, stretching from coast to coast, each located 100 miles apart and each having 2,300 locomotives and 64,000 cars.

When the nation launched its expanded roadbuilding program in 1956 the emphasis was, with justification, on the planned interstate expressway network and on modernization of heavily-traveled federal-aid primary routes. Although these two systems represent only 7 percent of our total highway mileage, they now carry 50 percent of all automobile and truck traffic.

As a result, however, much of the remaining 3.6-million miles of roads and streets have gotten only cursory attention. Except for routine minimal maintenance, most of the 2-million miles of non-federal-system rural roads have gone untouched and unimproved for 30 years or more. As an example, of the 373,000 highway bridges built before 1935, 343,000—almost 90 percent are on county secondary and other rural roads. And some 88,900 bridges, or one out of every six in the U.S., are now classified as "critically deficient."

These combined conditions provided the ingredients for what Governor Walker has referred to as the grain shipment "time bomb—one of the nation's major domestic problems that has been swept under the rug too long."

The fuse was three precipitating factors: a bumper grain crop in 1972, the sale in the past 12 months of more than 700 million bushels of wheat, feed grains and soybeans to Russia, and record floods which closed the Mississippi and Missouri rivers to barge traffic for weeks this spring.

"It is no wonder then that we find ourselves faced with great difficulties," Robert C. Liebenow, president of the Corn Refiners Assn., told the second Chicago conference in his keynote address. "Movement of grain and grain products so far in 1973 exceeds 1972 loadings by almost 50 percent. Total grain to be exported in fiscal 1973 is almost 75 million metric tons compared with 50 million metric tons in fiscal '72. And this massive increase in demand for transportation came on the heels of a peak year in 1972.

"Implications of the present railroad car shortage extend beyond the plight of shippers," he added. "Shortages of transportation inevitably will result in price list dislocations in various markets. Thus, we face a price impact on food products at a very time when this nation is engaged in

serious efforts to moderate food price increases to the ultimate consumer."

Liebenow, who is a former president of the Chicago Board of Trade called on the government to "openly assume responsibility of dealing with this problem because after all, it bears direct responsibility for the crisis situation because of the Russian grain sales."

Acknowledging that the accumulated "structural problem" impeding the flow of farm commodities will require fundamentally new policies and long-range legislation, Liebenow went ahead to emphasize that "I don't believe this country can await the resolution of this underlying problem. Legislation of this kind cannot come quickly enough. More immediate action is required."

His recommendation was that the President promptly commission an inter-agency study, under auspices of the Cost of Living Council, to determine what steps can be taken that would promise quick relief to the American consumer. This commission would examine and report on such questions as:

Could a more liberal admixture of trucking and rail transportation provide significant short-term relief?

Can the government perhaps including the Defense Department ease its claim to an inadequate supply of freight cars?

Could the government profitably use emergency authority to coordinate truck, rail, and shipping transportation?

Should emergency legislation be sought on a temporary basis, leaving open the question of appropriate long-range solutions?

Later, the conference approved a somewhat parallel resolution drafted by Metzger and Graham which calls on the National Governors' Conference to take the initiative in formation of an ad hoc committee to deal with the problem.

Serving on the committee would be appointees from the Midwest Grain Movement and Governors' conferences, chairmen of the Senate and House public works and transportation committees and representatives from the Departments of Transportation and Agriculture.

"Much of the specific data on abandoned and inadequate rail facilities and substandard roads and bridges has already been compiled," Metzger said, "and the impact of this transportation bottleneck on grain movement and food prices has been confirmed."

"It would be the responsibility of the committee to evaluate this information, pinpoint the best and most practical short- and long-range solutions to the problem, and then to make recommendations and draft legislation to help overcome these transportation inadequacies."

Although the overall financial position of the nation's railroads seriously impairs their capability to make capital investments in new rolling stock and improvement of facilities, it would be unfair to imply that there hasn't been a major effort by most companies during the past decade to cope with increased carloading demands, not only for grain but for lumber, aggregates, automobiles and other bulk commodities and manufactured products.

As was pointed out by representatives of the Assn. of American Railroads during the grain movement conference, U.S. railroads established an all-time record of 778-billion ton-miles of freight service in 1972, an increase of 5.2 per cent over the previous year. And grain car loadings—including those for both domestic and export shipments averaged 32,660 per week for the first 10 weeks of this year, an increase of nearly 44 per cent over the corresponding period in 1972. This was accomplished despite the fact that there were 40,000 fewer freight cars in service last year than in 1969, when the previous all-time rail traffic record was set.

Since 1960, when virtually all rail grain shipment was in boxcars, railroads have been

adding an average of about 11,000 covered hopper cars to their fleets annually. They and private shippers now operate 190,000 of these large hopper cars, and another 5,000 were on order as of last March 1.

It is generally true that, as a group, railroads still rank well down the list in terms of management, operational and labor efficiency. But gains also are being made in this area. A special AAR task force already is well along in a design study for a greatly expanded computerized freight car information program, while improvements are still being made in the basic system now in use. And various individual railroads are continuing to develop new and highly sophisticated computer programs within their own systems.

These stubborn facts remain, however: (a) railroads still do not have sufficient rolling stock to handle loading volume requirements, and existing fleets are not being utilized with maximum efficiency; (b) thousands of miles of rural area rail trackage are no longer in use, and more abandonments are in the offing, and (c) as much as half of the roadbed mileage still in service is inadequate and unsafe for today's 100-ton hopper car loadings.

Without a sustained, multi-billion dollar infusion of funds for new rolling stock and for needed improvement of roadbeds and other physical facilities, U.S. railroads will be extremely hard pressed to meet mounting demands for movement of grain and other basic commodities in the immediate future, let alone handle their subsequent burden of an overall national freight load which, according to DOT predictions, will double by 1985.

As was repeatedly emphasized at the two grain movement seminars, this situation also mandates immediate attention to the other modes of transportation, i.e. rural and farm-to-market roads and inland waterways.

Although over-the-road shipment of heavy bulk farm commodities for distances of more than 50 miles has, in the past, been considered prohibitively expensive, many rail-isolated farmers and suppliers are now left with no alternative. In Illinois alone, because of the lack of railroad lines and/or cars, truck hauling of grain increased by nearly 19-million bushels in 1972.

This extended truck-hauling trend will continue to accelerate. And, even within the prescribed 50-mile radius, the movement of grain to elevators and the equally important transporting of fertilizer, feed grain and heavy equipment to farmers is being choked off or made much more expensive by horse-and-buggy secondary roads and dilapidated, unsafe bridges.

It was this fact which prompted Rep. William H. Harsha (R-Ohio) to comment, during recent floor debate on the Federal-Aid Highway Act of 1973, that actual and proposed abandonment of thousands of miles of rail trackage is putting "an inordinate burden on our already overburdened highway system and leaves highways—many of them inadequate—as the sole source and method of moving goods and services in and out of many of our rural communities." Harsha went ahead to point out that this is a significant factor in steadily rising food prices.

Overdue improvements and expansion of the nation's waterways system have been almost equally slow in coming. Commercially navigable inland channels were extended by a scant 290 miles, or only slightly more than 1 per cent, in the 1960-70 decade, and stop-and-go funding of Army Corps of Engineers programs has stalled dozens of needed lock and dam and navigation projects.

A case in point is the old Lock & Dam 26 on the Mississippi River at Alton, Ill. The 41-million tons design capacity of these locks was reached and passed five years ago,

and barge tow delays of as much as 18 hours are not uncommon.

There is no practical alternative route for these barges and, in addition to the present delay-loss to shippers and consumers of millions of dollars a year, there exists the possibility of structural failure which would immediately deprive all cities on the upper Mississippi and Illinois rivers of through-barge transportation.

Testifying before Congressional appropriations committees in mid-May, James B. Meanor Jr., manager of the Metropolitan St. Louis Chamber of Commerce transportation department, warned that "with the railroad car shortage becoming even more serious, loss of barge service to and from the upper midwest area would result in extremely serious conditions for its people and industry."

"In this connection, grain exports, much of which move south by barge, are extremely important to improving our balance of trade deficit," he added.

Meanor urged quick release of funds for replacement of Lock & Dam 26, explaining that, even if construction were to start immediately, the new facility would not be fully operational for another seven or eight years.

Sen. R. Vance Hartke, chairman of Senate's Surface Transportation Subcommittee, sums up the total picture in this manner: "The situation, simply put, is that our needs for fast, safe and efficient ways to move people and goods are far in excess of the capacity of available systems."

"Our rail system is in disrepair. The waterways are nowhere near their full potential as useful carriers. And, despite tremendous strides made in recent years, many of our roads and streets are still either unsafe or inadequate for the traffic volumes they are required to handle."

A number of other influential Congressional leaders are now speaking out on this problem and the enigma of more and more bypassed and isolated "ghost towers" in the hinterlands contrasting sharply with people-packed transport-jammed urban areas.

"Our population distribution today is badly unbalanced, with 80 per cent of all Americans living on 5 per cent of the nation's land area," explains Rep. John A. Blatnik (D-Minn.), chairman of the House Public Works Committee. "Half of all our people live on the perimeter of the mainland within 50 miles of the Atlantic, Pacific, the Gulf of Mexico or the Great Lakes."

"We can and we must reverse this flow, and in so doing we can do much to reduce the population pressures that are at the root of today's urban congestion," he stated, adding: "One way to get people back to countryside America is through the development of adequate highways that will encourage industry to locate in rural and small town areas."

"In our concern over the undeniable transportation crisis of our cities," Blatnik concluded, "we cannot afford to overlook or minimize the vital transportation needs of rural America."

Rep. Don Clausen (R-Calif.) echoed the same logic when he said that "if there is ever going to be a change in the quality of life in America, it's going to be brought about as a result of creating either new economic growth centers or revitalizing and diversifying some of the more sparsely populated areas in the U.S."

"If we are going to reverse or slow this out-migration from our rural sections, and if we're going to stop the stacking of people on top of one another in the big cities, then we must stop giving total consideration to allocating funds where the population is without giving some consideration to where the population can be," Clausen pointed out.

The grain shipment impasse is, obviously just one important symptom of a number of

interlocking problems from which the only key is a carefully conceived, adequately financed and quickly implemented national transportation plan.

SBA—20 YEARS OLD AND STILL GROWING

Mr. JAVITS. Mr. President, since 1953, when the Small Business Administration was established by a concerned Congress, the Agency has recognized the importance of keeping the small business community alive and thriving.

The essence of the American economic system of free enterprise is open competition and the establishment of SBA 20 years ago by the Eisenhower Administration was due recognition of the primary role small business plays in our economic system.

For nearly two decades, the Agency has sought to fill the major needs of the Nation's more than 8 million small businesses. This period has opened a dramatic surge of individual initiative in a competitive atmosphere where small businesses is such a dynamic force in our economy.

SBA has provided small firms financial assistance through loans and long-term equity financing, help in obtaining Government prime and subcontracts; and management and technical advice and counseling. The Agency also helps victims of disasters, and in a substantial way, broadens opportunities for individual imagination, initiative and enterprise.

The Agency places increased emphasis on identifying and analyzing small business problems, and has coordinated the combined efforts of public and private sectors to fulfill their needs.

SBA's role continues to be one of leadership in stimulating and coordinating all possible sources of assistance needed to develop new concerns and strengthen the competitive position of these already in existence.

Although the SBA originally was established as a temporary agency with a 2-year life span, the Congress in 1958 made it a permanent fixture in the Federal establishment. The wisdom of that decision is clearly evident in the Agency's record of performance and in the growth and strength of small business.

I want to recognize officially the SBA's 20th anniversary year and to commend its dedicated employees and Administrator Tom Kleppe through whose efforts the small business community is helped to continue to be such a vital force in our national economy.

SPANISH-SPEAKING CITIZENS IGNORED

Mr. KENNEDY. Mr. President, the first annual report of the HEW Advisory Committee for the Education of the Spanish-Speaking and Mexican Americans, catalogs the past failures of this administration.

The report notes the continued high dropout rate among Spanish-speaking high school students, while the requests for bilingual education funds have been held at a totally inadequate level, less than the authorized level of \$135 million.

In addition, the committee, which was appointed by President Nixon, states that 10 of the 16 points in the 16-point equal employment plan announced by President Nixon on November 5, 1970, have not been implemented. The failure to fulfill the promise of equal opportunity in the Federal Government cannot be allowed to continue. The Federal Government must be the leader in the effort to assure an equal employment opportunity to all Americans.

I believe the recommendations of the advisory committee represent steps which should have been taken long ago and I urge their consideration by my colleagues.

Mr. President, I ask unanimous consent that the summary of the findings of the Advisory Committee and its recommendations be printed in the RECORD.

There being no objection, the summary was ordered to be printed in the RECORD, as follows:

RECOMMENDATIONS

IV. SUMMARY OF FINDINGS

1. The Committee has found the following situations to be in demand of immediate action for remediation or elimination as the case may be:

a. The drop-out rate among Spanish Speaking high school students is among the highest.

b. Curriculum has not been developed specifically to meet the needs of Spanish Speaking children to any noticeable degree in programs especially as related to early childhood development, counseling and guidance programs, psychological services and guidance training.

c. Not enough teachers have been trained to work with Spanish Speaking children or parents.

2. The President's 16 Point Plan is not being implemented insofar as it is failing to comply with numbers 2, 3, 4, 5, 7, 8, 9, 13, 14, 15, which read:

"2. Begin an intensified drive to recruit Spanish surnamed persons, particularly for identified public contact positions, in areas of heavy Spanish Speaking population, including the Southwestern states and in Chicago, Detroit, and New York, and certain other major metropolitan areas."

"3. Use specialized recruitment teams, to include Spanish Speaking persons, for college recruitment, particularly at colleges with heavy Spanish Speaking enrollments."

"4. Begin work immediately with OEO, DHEW, HUD, Labor to find ways to enhance opportunities at all levels for Spanish surnamed Americans in programs dealing with the Spanish Speaking population as well as in other programs and in key occupations."

"5. Step up recruitment for Cooperative Education Program at colleges with significant numbers of Spanish Speaking students to permit entry from FSEE registers without necessity of written examination."

"7. Hold an EEO conference of Federal managers and equal opportunity officials in the Southwest designed to assure equal opportunity for Spanish Speaking Americans."

"8. Develop plans for Federal agencies under CSC area office leadership to work with high schools in Spanish Speaking areas to make known job opportunities in the Federal Government and to counsel and to encourage students to stay in school."

"9. Hire for summer employment in Federal agencies high school and college teachers from schools serving Spanish Speaking students to give them understanding of the Federal Government which they can relate to students."

"13. Provide additional training programs on EEO and personnel management for Fed-

eral managers in areas of Spanish Speaking population."

"14. With the Department of Labor, explore the feasibility of establishing an Intergovernmental Training Facility for upward mobility and skills training for Federal, state, and local careers in the Southwest, probably in San Antonio."

"15. Collect necessary data and broaden analysis of minority statistics to bring out special information relating to employment and upward mobility of Spanish surnamed persons in the Federal Government."

3. The same failure in appropriately designed courses of study that meet the needs of the Spanish Speaking is found at institutions of higher learning.

4. Insufficient official support and inadequate funding of programs in bilingual bicultural education as evidenced by recent reduction in the various discretionary appropriations. A recent letter to Senator Fannin of Arizona from the Office of the Secretary, DHEW, contained the following paragraph which substantiates the importance of the bilingual bicultural programs:

"Our view that the Bilingual Program better meets the needs of the Spanish Speaking rests in our belief that non-English speaking children need to be instructed in their native language to insure that concepts are learned while at the same time providing English as a second language instruction to enable them to learn through that language as well. Additionally, the utilization of both languages as mediums of instruction provides the children the opportunity to develop pride in the culture that each language represents, thus creating a better learning situation. Since the Bilingual Program focuses on the primary grades it insures that children, through proper educational programs, remain in school rather than waiting until they have dropped-out and then providing them with a remedial program."

5. Significant low reading scores among the Spanish Speaking represent a serious obstacle in the academic achievement for these children.

6. Career education and long range planning for further study have fallen very short of meeting the needs of the Spanish Speaking in public schools. Inadequate vocational and academic counseling and planning have kept Spanish Speaking students uninformed about their occupational and academic possibilities.

7. Many Spanish Speaking high school graduates are either denied college entrance or failed during their freshman year because of their low academic standing due to inappropriately designed secondary education.

8. The cost of a college education, both public and private, has soared to an inaccessible degree for the majority of Spanish Speaking candidates. Varied financial aid plans i.e., Federal Grants, work study and loans are so limited that too many eligible students are forced to drop out before the end of the school year.

9. Many local school authorities are uninformed about the needs of bilingual bicultural education in their areas at all levels.

10. Widely diverging practices in the education, accreditation and certification of Spanish Speaking students and professionals who have "foreign degrees", from Latin American secondary schools and universities demand the establishment of valid guidelines to be followed by colleges, universities and state departments of education. While some states and institutions grant credit at a Master's degree level to Doctor of Education degrees from Latin American universities, still others require a minimum of 21-24 "convalidating" undergraduate credits for certification at a bachelor's degree level and even then do not allow Latin Doctors of Education thus certified, to teach at the university. For instance, a full master's degree program of 30-36 credit hours is required of Cuban